

**California**  
**Emergency Support Function 14**  
**Recovery Annex**

**EXECUTIVE SUMMARY**

**October 2013**

California Governor's Office of Emergency Services

EMERGENCY SUPPORT FUNCTION 14 – RECOVERY  
EXECUTIVE SUMMARY

## Introduction

Emergency Support Function (ESF) 14 – Recovery supports and coordinates the state-level activities of its stakeholders in the mission to achieve recovery success within California. The ESF 14 stakeholders work together within their statutory and regulatory authorities to effectively and efficiently coordinate recovery operations. The ESF 14 stakeholders also provide recommendations and subject matter expertise to the California Governor’s Office of Emergency Services (Cal OES) associated with ESF 14 within the preparedness, mitigation, response, and recovery phases. The ESF 14 Annex is an annex to the State of California Emergency Plan (SEP).

## Purpose and Scope

The ESF 14 Annex defines the actions and roles necessary to initiate a coordinated recovery operation that identifies opportunities, fosters partnerships, and optimizes resources of all stakeholders to facilitate state, tribal, and local recovery. This annex represents an alliance of discipline-specific stakeholders who possess common interests and share a level of responsibility to provide emergency management services related to recovery during all phases of emergency management. The ESF 14 Annex provides a “road map” of state-level activities for the implementation of ESF 14 concepts, activities, and responsibilities.

During an emergency response, state agencies/departments retain their respective administrative authorities but coordinate within the ESF 14 organizational structure to uphold their mission within the State of California. ESF 14 stakeholders may be convened for major disaster events. They may be convened for widespread, large, and catastrophic events but also when an emergency or disaster event has a significant impact on a single community or region. The impact of the emergency or disaster and the need to collaboratively leverage local, tribal, state, and federal assets and resources into a larger than normal collective recovery effort will lead to ESF 14 stakeholder activity and, as determined necessary, the activation of a state disaster recovery coordination structure.

ESF 14, in alignment with the California Disaster Recovery Framework (CDRF), which is under development, is organized by six Recovery Support Functions (RSFs) and the recovery core capabilities: public information and organizational coordination (leadership). The RSFs outline roles and responsibilities of stakeholders and anticipate and identify the significant functions or categories of support required to facilitate the integration and coordination of resources during disaster recovery. ESF 14 stakeholders will partner with EF 15 - Public Information to execute the public information core capability to deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally or linguistically appropriate methods. The ESF 14 operational coordination (leadership) capability is addressed by the ESF 14 Coordinator and the State Disaster Recovery Coordinator (SDRC) positions. The six RSFs and associated missions are:

### Community Planning and Capacity Building

Mission: Support and build the recovery capacities and community planning resources needed to effectively plan for, manage, and implement disaster recovery activities.

**Economic**

Mission: Sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities following a major disaster event.

**Health and Social Services**

Mission: Restore the public health, healthcare, and social services networks to support the health and well-being of affected individuals and communities as well as to promote community resilience following a major disaster event.

**Housing**

Mission: Address housing issues and coordinate and facilitate the rehabilitation and reconstruction of destroyed and damaged housing as well as develop other new accessible, permanent housing options, whenever feasible, following a major disaster event.

**Infrastructure Systems**

Missions: Support infrastructure owners and operators in their efforts to achieve recovery goals relating to the public engineering of California’s infrastructure systems following a major disaster event.

**Natural and Cultural Resources**

Mission: Support long-term environmental and cultural resource recovery needs following a major disaster event.

**Public and Private Sector Stakeholders**

Recovery is a locally driven endeavor; however, communities differ in their preparation to plan for or enact recovery operations. The State has a role in supporting whatever the local posture of recovery may be. State support may range from minimal support (e.g., facilitating recovery grants) to very active and engaged support (e.g., staff on the ground working with the community to stand up and execute the recovery operation). Because the community is in the lead role, ESF 14 stakeholders must evaluate the type of support that is likely needed based on the community’s capability and preparedness to execute the needed roles. The interplay of ESF 14 and the Public and Private Sector Stakeholders is a vital part of including the whole community concept into ESF 14.

**Public Sector Stakeholders**

- The Governor
- Operational areas
- Local government
- Special districts
- Tribal government
- Other states
- Federal government
- International governments

An inventory of relevant regional and/or local plans can be found in the complete ESF 14 Annex, Attachment G.

## EMERGENCY SUPPORT FUNCTION 14 – RECOVERY EXECUTIVE SUMMARY

### Private Sector Stakeholders

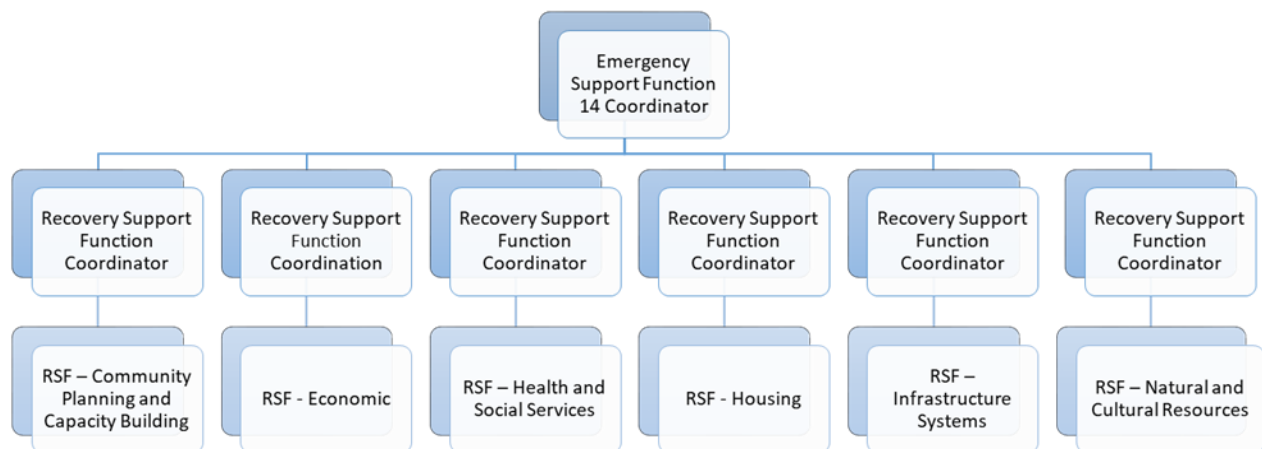
- California’s residents to include at risk and individuals with access and functional needs
- Businesses
- Nongovernmental organizations (NGOs) including Voluntary Organizations Active in Disasters, Nonprofit organizations with Community Development or Planning Missions, and Community Foundations
- Farmers, Ranchers, and Aqua Culturists

Potentially relevant private sector businesses and NGO stakeholders are listed by RSF in the complete annex.

### Lead, Primary, and Supporting Agencies/Departments

An established recovery organization that is operating at the same time as response activities will facilitate the transition out of response and short-term recovery activities into a well-positioned, organized reconstruction and redevelopment (interim and long-term recovery) phase. ESF 14 will be organized by RSFs to facilitate this transition. During the early recovery phase, the ESF 14 coordinator and RSF coordinators will work closely with the other 17 ESFs to share information about impacts, actions taken and assistance provided, and working relationships at all levels.

**Diagram 1: Emergency Support Function Coordination**



Each RSF consists of a set of stakeholders that perform the roles of Lead, Primary, and Supporting Agencies/Departments.

The **Lead Agency/Department** is responsible for Emergency Support Function oversight and is assigned to lead the EF based upon its authorities, resources, and capabilities in the SEP. For all ESF 14 RSFs, the Lead Agency/Department is Cal OES. The Lead Agency/Department has ongoing responsibilities throughout the preparedness, mitigation, response, and recovery phases of emergency management. Cal OES will designate an **ESF 14 Coordinator**.

## EMERGENCY SUPPORT FUNCTION 14 – RECOVERY EXECUTIVE SUMMARY

During an emergency response, the ESF 14 Coordinator serves as an information “broker” for ESF 14 in the State Operations Center (SOC). The ESF 14 Coordinator provides information regarding the capabilities and activities of ESF 14 and RSF Primary and Supporting Agencies/Departments and helps direct questions and issues to the appropriate agency. The ESF 14 Coordinator will track the short-term recovery activities of other EFs to lay the groundwork for the transition to the state disaster recovery coordination structure. The ESF 14 Coordinator will sit in the SOC. The ESF 14 Coordinator may become an Advisor or Deputy to whomever is appointed to be the SDRC.

The ESF 14 RSF Primary Agencies/Departments have significant authorities or subject matter expertise and have access to the resources and capabilities for a particular function within each RSF. Each RSF may have multiple primary agencies/departments, depending on the disaster type, specific disaster designations, and RSF recovery needs. The ESF 14 RSF Supporting Agencies/Departments are those state entities with specific capabilities or resources that support the Primary Agencies/Departments in executing the mission of each RSF. Each RSF may have multiple supporting agencies/departments. The Lead Agency/Department, designation of ESF 14 Coordinator, Primary Agencies/Departments, and RSF-specific Supporting Agencies/Departments are listed in the exhibit below. A full list of agency responsibilities can be found in the complete annex.

**Exhibit 1: Emergency Support Function Stakeholder Roles**

California State Agency/Department Roles		
California Governor’s Office of Emergency Services		
– EF Coordinator is designated by Cal OES		
Primary Agencies/Departments for each RSF		
– Disaster-specific designations based on the disaster type and RSF recovery needs		
Supporting Agencies/Departments - Community Planning and Capacity Building RSF		
– Department of Community Services and Development	– Seismic Safety Commission	– Board of Governors, California Community Colleges
– Labor and Workforce Development Agency	– Cal Volunteers	
– Employment Development Department	– Office of Planning and Research	
Supporting Agencies/Departments - Economic RSF		
– Department of Business Oversight	– Board of Equalization	– California Coastal Commission
– Department of Insurance	– Department of Consumer Affairs	– Seismic Safety Commission
– Business, Consumer Services and Housing Agency	– Department of Food and Agriculture	– Department of Education
– California Agricultural Labor Relations Board	– Governor’s Office of Business and Economic Development	

**EMERGENCY SUPPORT FUNCTION 14 – RECOVERY  
EXECUTIVE SUMMARY**

<b>California State Agency/Department Roles</b>		
- Franchise Tax Board	- Office of Planning and Research	
<b>Supporting Agencies/Departments – Health and Human Services RSF</b>		
- California Health and Human Services Agency (CHHSA)	- CHHSA, Department of Health Care Services	- California Conservation Corps
- Department of Managed Health Care	- CHHSA, Office of Statewide Health Planning and Development	- Department of Industrial Relations
- CHHSA, Department of Social Services	- Department of Education	- California Environmental Protection Agency
- CHHSA, Department of Aging	- CHHSA, Department of State Hospitals	- California Department of Food and Agriculture
- CHHSA, Department of Developmental Services	- Board of Governors, California Community Collages	- Department of Veterans Affairs
- CHHSA, Department of Public Health	- Department of Rehabilitation	
<b>Supporting Agencies/Departments – Housing RSF</b>		
- Department of Housing and Community Development	- CHHSA, Department of Alcohol and Drug Programs	- Department of General Services
- Bureau of Real Estate	- CHHSA, Department of the Aging	- Department of Veterans' Affairs
- California Housing and Finance Agency (CALHFA)	- CHHSA, Department of Community Services and Development	- Natural Resources Agency, California State Lands Commission
- Department of Transportation	- CHHSA, Department of Developmental Services	Department of Social Services
- Department of Insurance	- CHHSA, Department of Rehabilitation	Department of Consumer Affairs, Contractors State License Board
<b>Supporting Agencies/Departments – Infrastructure Systems RSF</b>		
- Transportation Agency	- Department of Parks and Recreations	- Seismic Safety Commission
- Public Utilities Commission	- Department of Transportation	Department of General Services
- California Energy Commission	- State Water Resources Control Board	Department of Water Resources
<b>Supporting Agencies/Departments – Natural and Cultural Resources RSF</b>		

**EMERGENCY SUPPORT FUNCTION 14 – RECOVERY  
EXECUTIVE SUMMARY**

California State Agency/Department Roles		
– Natural Resources Agency	– Department of Fish and Wildlife	– Natural Resources Agency, California State Lands Commission
– Department of Forestry and Fire Protection	– Department of Parks and Recreation	– California Environmental Protection Agency
– California Coastal Commission	– Department of Water Resources	

**Core Functions**

Core functions are general starting points for disaster-specific discussions unique to the RSF and supportive of supplemental disaster annexes, where available. These include overarching strategies, state program objectives, and support opportunities anticipated to be required after an emergency or disaster event. Core functions, activities, and suggested tasks are identified within each RSF that support the execution of recovery operations. Core function suggestions below are based on previous disaster needs. However, each disaster should result in its own set of disaster-specific topics.

**Exhibit 2: ESF 14 Core Functions**

Core Functions	
Community Planning and Capacity Building RSF	Economic RSF
<ul style="list-style-type: none"> <li>– Community planning (capability, resources staff, and financial)</li> <li>– Stakeholder engagement</li> <li>– Post-disaster revenue declines; budget shortfalls</li> <li>– Recovery/community development toolkits</li> <li>– Post-disaster abandonment and blight abatement</li> <li>– Resilience and sustainable improvements opportunities (Land use, Zoning, Floodplain management, Energy efficiency, Mitigation, Economic development)</li> <li>– Gaps in resource/service for underserved population</li> <li>– Technology/Geographic Information System (GIS) data management</li> </ul>	<ul style="list-style-type: none"> <li>– Sector impacts (Tourist Destination, Industrial or Specific Industry)</li> <li>– Ports</li> <li>– Utilities</li> <li>– Transportation</li> <li>– Technology</li> <li>– Agriculture (Retaining major job source within community)</li> <li>– Small business</li> <li>– Access to capital</li> <li>– Insurance issues</li> <li>– Inter-State coordination</li> <li>– Economic development</li> <li>– Zoning</li> </ul>
Health and Human Services RSF	Housing RSF
<ul style="list-style-type: none"> <li>– Access to services (Displaced persons, At-risk populations, Access and functional needs populations, Underserved areas or populations, Individuals not displaced but with impacted infrastructure, children, seniors, and the elderly)</li> <li>– Provider and network access to capital (repair/restoration and mitigation)</li> <li>– Pest control</li> </ul>	<ul style="list-style-type: none"> <li>– Housing needs evaluation</li> <li>– Inventory of existing housing options</li> <li>– Evaluation of capability and resources available to address needs</li> <li>– Evaluation of alternatives and considerations</li> <li>– Identification of barriers to repair or access to permanent housing</li> <li>– Identification of gaps and overlaps in housing</li> </ul>



**EMERGENCY SUPPORT FUNCTION 14 – RECOVERY  
EXECUTIVE SUMMARY**

<b>Core Functions</b>	
<ul style="list-style-type: none"> <li>– Food safety</li> <li>– Long-term disaster impacts</li> <li>– Behavioral issues (e.g., depression, domestic violence, and substance abuse)</li> </ul>	<ul style="list-style-type: none"> <li>assistance programs</li> <li>– Discussion of policy or programmatic changes required to maximize the use of resources</li> </ul>
<b>Infrastructure Systems RSF</b>	<b>Natural and Cultural Resources RSF</b>
<ul style="list-style-type: none"> <li>– Infrastructure systems status evaluation</li> <li>– Restoration prioritization</li> <li>– Mitigation, hardening, and increased resilience strategy implementation</li> <li>– Addressing regulatory issues that impact the speed of restoration or implementation of mitigation</li> <li>– Inventory of available funding and funding gaps</li> <li>– Leveraging funding to avoid duplication of effort</li> </ul>	<ul style="list-style-type: none"> <li>– Inventory of impacted resources</li> <li>– Identification of experts needed</li> <li>– Identification of compliance requirements</li> <li>– Inventory of funding available for the protection of resources</li> </ul>

**Emergency Support Function Governance Structure**

ESF 14 is governed by a working group that consists of representative members of the Lead, Primary, and Supporting Agencies/Departments. The ESF 14 Working Group will be led by Cal OES. The ESF 14 Working Group is responsible for the review, updates, and general maintenance of the ESF 14 Annex. The annex will be maintained to reflect inclusion of additional stakeholders, the expansion of resources and capabilities, and the revision of policies, plans, and procedures. Suggested revisions will be shared with Cal OES and members of the Primary and Supporting Agencies/Departments.